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UNITED STATES DEPARTMENT OF AGRICULTURE
Washington 25, D. C.

REPORT ON TRAINING
for the
U. S. DEPARTMENT OF AGRICULTURE
As of December 31, 1955
(As requested by Departmental Circular No. 821, October 14, 1955)

This Report consists of:

1. A General Report on the Department as a whole;
2. Individual Agency Reports from the 20 agencies of the Department.

FEDERAL-STATES RELATIONS GROUP

Agricultural Conservation Program Service	ACPS
Agricultural Research Service	ARS
Farmer Cooperative Service	FCS
Federal Extension Service	FES
Forest Service	FS
Soil Conservation Service	SCS

MARKETING AND FOREIGN AGRICULTURE

Agricultural Marketing Service	AMS
Commodity Exchange Authority	CEA
Foreign Agricultural Service	FAS

AGRICULTURAL STABILIZATION

Commodity Stabilization Service	CSS
Federal Crop Insurance Corporation	FCIC

AGRICULTURAL CREDIT

Farmers Home Administration	FHA
Rural Electrification Administration	REA

DEPARTMENTAL ADMINISTRATION

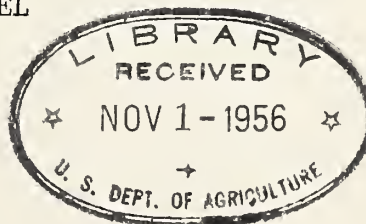
Secretary's Staff Offices	
Office of Budget & Finance	B&F
Office of Personnel	OP
Office of Plant and Operations	P&O
Office of Information	Inf
Library	Lib

OFFICE OF THE GENERAL COUNSEL

OGC

USDA GRADUATE SCHOOL

GS



Note: In order to reduce the length of the Report, agencies are referred to by use of their abbreviations.
Also--all materials referred to as Items in the Report are made available in Section IV.

I. OVER-ALL TRAINING POLICY, OBJECTIVES, AND ORGANIZATION.

A. Background-

Under date of June 24, 1938, the President issued Executive Order No. 7916 which required, among other things, that the Director of Personnel of each department should "...initiate and supervise such programs of personnel training and management as the head thereof, after consultation with the Civil Service Commission, shall approve." Accordingly, the Secretary of Agriculture appointed a Department Committee on In-Service Training, with the Director of Personnel as Chairman, and requested the Committee to make recommendations covering training policies and programs. In April of 1939 this Committee issued its final report, endorsed by the Secretary, entitled "Employee Training Policy" which is now out of print. This initial statement was later expanded and implemented by various issuances, including a statement of "Objectives of In-Service Training." Revision and reissuance of a comprehensive statement of training policy is under way. The most significant parts of previous issuances have been abstracted and published in Item 1, Section IV of this report.

B. Policy-

1. Definition:

Training considered in this policy is anything of an instructional nature approved, planned or directed by management with the intent of improving the work, the attitude or the understanding of the employee.

2. Purpose of Training:

The direct purpose of employee training is to increase the efficiency of the Department. While increased satisfaction and earning power for the employee may result, it is incidental to this primary objective.

3. Statement of Policy:

"Employee training programs will be maintained as a means of promoting effective and economical service. These programs will be designed to help the employee become adjusted to his situation, to give the best service on the job in terms of mutually understood standards of performance and accomplishments, and to help him prepare for broader service and for advancement to work of greater responsibility. Development on the job of the abilities of employees is a major responsibility to be shared both by employees and by those who supervise their work." (Title 8 AR, Chapter 1, Section 1, paragraph 6.)

I. B. 3. Statement of Policy: (cont'd)

"No employee should be assigned to a position for which he is not trained. Expecting an employee to perform before he has been taught how to perform is a common source of inefficiency and is the fault not of the employee but of supervisory officers above him.

Wherever the relationship of supervisor or executive and subordinate exists, training goes on continually, but if undirected, with dependence placed entirely on the absorption process, misinformation and wrong ideas are accumulated. The subordinate must know the background or basis for actions, or wrong conclusions are reached. Undirected training is relatively ineffective and sometimes harmful.

The staff training officer assists administrators in the development of an organization which will give the most efficient service. This assistance may be given in many ways. Some of these are: the development of policy; training of officials in the use of scientific training methods; demonstration of applicable training methods; assistance in planning work programs, particularly the training phase; arranging for incidentals and conveniences needed for training; reviewing and evaluating training as it is done; helping to analyze administrative problems and recommending solutions. Final responsibility for training rests with the line executive."

C. Objectives-

1. Orient each employee. The first step in training an employee is to help him become acquainted with his work and his surroundings. Orientation training helps the worker to know the purpose and place of his job in the work of the agency and of the Department as a whole.
2. Insure that each employee knows what his job is and how to do it. Each employee in the Department must know what is expected of him; know standards of performances; and additional information and skills needed to meet the requirements of the job.
3. Give each employee the opportunity to fit himself for a job ahead and to develop an understudy to take his place. Opportunity for a satisfactory career in the Department of Agriculture should be provided each employee. He should be familiar with the possible lines of advancement and the experience and training necessary to qualify for positions of greater responsibility. Each employee should be encouraged to develop a career service plan and, where possible, adjust it to the career plan of the agency.

I. C. Objectives- (cont'd)

4. Develop each supervisor in the skills of supervision. The function of a supervisor is to help his employees get more and better work done. Reorienting a worker to a supervisor's job is an administrative responsibility because supervisory skill bears little similarity to worker skill. Supervision is highly intangible and is basically a reflection of the supervisor's inner attitude. It is measured by what the employees think of the work, themselves, and the supervisor. The Supervisor is the individual most responsible for the wholesomeness of employee's attitude.
5. Help management to use the best principles and practices of administration. Since training in administration is not generally required for entrance into the Department of Agriculture, it is the responsibility of the Department to supply this training. Administration includes determining policy, organizing each unit into an effective machine, maintaining a staff, developing cooperative relationship with public and private agencies, and accounting to the public for costs and accomplishments.
6. Develop and exercise scientific leadership. The program and activities of Agriculture are such that the work of a large number of the employees is professional, scientific or technical in nature. Every individual engaged in such work must put forth definite effort to keep abreast of current developments in his particular field. Item 1a "Objectives of In-Service Training" published in 1945; included in "Guide Posts for Supervisors" in 1952, Item 25; published again in 1955 in a series "To the Supervisors of the Department from the Director of Personnel" Item 26.

D. Organization-

The Department has a highly decentralized organization for providing staff training services. In only one of the 20 agencies, the REA, does the training staff actually do an appreciable amount of training of employees.

In this Department staff assistance on training is a function of personnel administration beginning with the Office of Personnel, a staff office of the Department; the agency personnel offices or divisions; the regional and state personnel or administrative offices.

The Division of Employee Performance and Development in the Office of Personnel has the responsibility for training as one of several functions including: employee relations and welfare; insurance; fair employment; union relationships; performance ratings; foreign visitor assistance on personnel administration; and the Department's

I. D. Organization- (cont'd)

U. S. Savings Bond Program. This Division has a staff of five professional employees and two secretaries. Approximately two man years of this professional staff is devoted to training.

Eight agencies have 12 agency training officer positions operating on the national level as follows:

<u>Agency</u>	<u>Number</u> <u>Positions</u>	<u>Other</u> <u>Duties</u>	<u>Assistance</u>
AMS	1	None	Part time steno
ARS	3	Employee Relations & Safety	Part time steno
CSS	1	None	Part time steno
FES/ <u>1</u>	2	None	Secretary
FHA/ <u>2</u>	1	Executive Officer - Organization and Training Committee	Secretary
FS	1	None	Secretary
REA	2	Employee Relations & Safety	Secretary
SCS	1	Safety	Secretary

/1 This training staff of FES spends its full time working with the States' Cooperative Extension staffs on improving the service of professional extension workers through in-service training. Twenty-two of the states' extension services also have training officers.

/2 This position is set up outside the personnel division. FHA has in addition to this position another employee on the staff of the personnel division who devotes a limited time to training.

The FS has training officer positions in five of their ten Regions. Two of these jobs are full time training and three combine training with safety. In the remaining five Regions and the Madison Forest Products Laboratory the personnel officer handles the staff training function. These ten Regions also provide staff training assistance to the FS's nine experiment stations and two research centers.

In all of the other 12 agencies the staff training function is the responsibility of the personnel officer or administrative officer. This is also true in all field offices where staff personnel functions are provided. A staff position is set up in many of the forest supervisors offices which has training as part of its duties.

The Soil Conservation Service has four Regional training centers, each with a training director in charge. All professional and sub-professional employees are assigned to these centers for periods of training during their first year in the Service. Smaller training centers provide similar service in Texas where there is a large concentration of employees and a heavy yearly recruiting program.

II. SYSTEMS AND METHODS USED FOR DETERMINING NEEDS AND ASSESSING TRAINING PROGRESS.

A. Through Line Responsibility-

The supervisors of the Department have the primary responsibility for determining training needs for their units and follow up to see that the purposes of the training are met. A first line supervisor is responsible for checking the training needed by his immediate employees. A section or division head is responsible for the training of those immediately under him and to see that supervisors in his unit adequately check on the needs of their employees.

Systems and methods used by the line are:

1. In day to day supervision, training needs are discovered through mistakes that occur, low production, lack of interest, poor attitudes and low morale. This method is used by all capable supervisors.
2. Planned supervisory visits or inspections to field offices are made by supervisors where the employees are located away from headquarters.
3. Inspection of operations by line officials.
4. Individual training plans and career development plans prepared jointly by the supervisors and employees are being used by several agencies.
5. Performance evaluations made in connection with the performance rating system are being effectively used by FHA, SCS, REA and others.
6. A check list of likely training needs has been developed and used to a limited extent in ARS. This provides an informal means of evaluating performance and means of improvement which may be used either by the employee himself or jointly by the employee and his supervisor. No official record is kept of the evaluation.

B. Through Staff Functions-

The Department's Office of Personnel and most of the agencies use several methods and systems for determining training needs.

1. Inspections and Reviews: The Department is depending to an increasing extent on inspections and reviews for evidences of needs for training as well as progress made. Some of these are:

II. B. 1. Inspections and reviews: (cont'd)

- a. Reports of Civil Service Commission Inspections. Although limited in coverage these have been a valuable source of information on training needs.
- b. Departmental Reviews of personnel operations both in Washington and in the field offices.
- c. Agency inspections--agencies are perfecting their inspection policy and procedures for program operations as well as personnel administration to reflect problems which might be met through training. The FS has developed over a period of years an excellent system of inspection which pin points needs. Often problems are corrected on the spot through training by the inspectors.

The SCS also has a well developed inspection system which shows up training needs and progress.

- d. Audits--some of the agencies, especially the CSS, have begun to use the reports and recommendations of auditors as a means of locating spots where training is needed.
2. Complaints and grievances are carefully checked to reveal needs for training supervisors.
 3. Exit interviews--the REA personnel office maintains a record of interviews with those who leave the agency. Some other agencies have a less formal means for doing this.

The Office of Personnel cooperated during the early part of 1955 with ARS, CSS, and AMS in setting up a trial survey to determine the reasons why employees had left these agencies. As a result a system was developed to get this type of information on a continuing basis. It has been held up because of lack of manpower to handle the operating details.

III. DESCRIPTION OF TRAINING ACTIVITIES.

A. Orientation and Induction-

1. Orientation of Employees:

Orientation and reorientation of employees done largely by the agencies is covered in the agency reports. However the Department has a special concern for this function because the work of the Department is varied, located at more than 8000 places and carried on by several different agencies each with considerable decentralized authority. Many employees have a tendency to develop a strong loyalty and concern for their agency's work and overlook their place in the Department's total agricultural program. It is important that employees know and understand the work of their counterparts in other agencies in the same locality. This is especially true where the employees make contact with the same Public.

The following services have been provided at the departmental level to assist agencies with their own orientation of employees and establish a better understanding and appreciation of the Department's total program.

- a. Specific requirements and guides for the agencies to follow are provided in the Department's Regulations (Chapter 40, Title 8 AR on Orientation). See Item 2.
- b. Departmental Orientation Meetings are held for all employees soon after they begin work in Agriculture's Washington Offices. See Item 3 for copy of program. One of the principal features of this program is an illustrated discussion of the Department's Personnel Policy. The charts with scrip are available to agencies for field use as a sound strip film; 2x2 and 3x4 slides; wall size charts; and in booklet form. Item 4 is a copy of this booklet. The Department's orientation meetings serve as an economical means of reaching all employees at one time. They demonstrate to agencies the need for emphasizing the Department as a whole. The Secretary's Office, agency, and personnel officers work closely with the Office of Personnel representatives in planning and conducting these programs.
- c. The Department's Employee Handbook has become a regular part of every new employee's kit of materials. It gives a brief coverage of the organization, history, purposes of the Department, the employee's rights, privileges and obligations as an employee of the Department; and in the appendix is printed the Department's policies and regulations which most directly concerns the employee. Item 5.

III. A. 1. Orientation of Employees: (cont'd)

- d. "Guide to Broader Understanding of the Department of Agriculture" is a set of charts available to agencies in letter-size "flips" for use by supervisors and employment officers when orienting a small group; wall charts for medium size groups; slides and film strips for larger audiences. These charts are now being revised. The copy shown as Item 6 is out of date.
- e. "A Decision for Bill" is a 23-minute movie in color telling a junior student at college about the Department and his opportunities for a career. It was used both for recruiting and orientation. This movie is out of date and a new film is being made to take its place.
- f. "USDA" is a bimonthly publication published by the Office of Information and distributed to all employees of the Department. Its purpose is to keep employees current on news of general interest about: programs; officials; employees who have been recognized for outstanding performance; and personnel policies and directives of personal interest and concern to them. Item 7.
- g. USDA Clubs were first organized by Secretary Meredith in 1920 after a field trip disclosed that employees of one agency of the Department were often unaware of the presence of the offices of other agencies in the same city or even the same building. More than 80 clubs have been organized in headquarter cities where there is a concentration of employees. Some of the Clubs have a history of continuous operation since 1920. The Office of Personnel has serviced these Clubs during the past 17 years and has assisted in the organization or reorganization of many of them. (However, reduced staff has cut this service to a fraction of what it should be.)

Item 8, Section 3, Chapter 70, Title 8, AR, is the authority for USDA Clubs. Item 9, "USDA Club Guide" is a handbook for Club Officers; and Item 10, "USDA Club Exchange" is the Club "house organ" published at intervals by OP.

2. Induction of Employees:

The process of inducting an employee, instructing him in how to do his job, is left almost entirely to the agencies where the supervisor must assume this responsibility. However, the induction period is a critical one for an employee so the need for effective supervision at this point is highlighted. Among the services given the agencies by the OP are:

III. A. 2. Induction of Employees: (cont'd)

- a. "Suggestions for Quickly and Effectively Training an Employee and Developing Understudies" was developed in 1942 by a Departmental Committee with the leadership of the OP. Since that time it has been the Department's induction guide for Supervisors. Item 11. It was condensed and reissued in 1955 as one of a series "To the Supervisors of the Department, from the Director of Personnel." Item 12, also see Item 12a.
- b. Job Instruction Training (JIT) was given to a large proportion of Department supervisors during the 1940's as a result of institutes arranged for and conducted by representatives of the OP. Some of the agencies are continuing to use JIT or modifications of it as part of the beginning training for supervisors. The OP maintains a stock of materials and services the program as the need arises. Item 13, "Management and Supervision" is used to inform officials about the "J" programs.

B. Clerical and Office Training-

As is the case with induction training the agencies have to assume the responsibility for clerical and office training. Most of these employees are located in the field offices at more than 8000 locations. Usually there are only one or two working in each office. Training of these people is done by the immediate supervisor or in the case of the FHA and to some extent the SCS a traveling supervisor does most of the training. The REA Washington personnel division provides the only regular pool training program. Some of the other agencies use adaptations of the pool system to a limited extent.

At one time the OP gave considerable attention to this type of training but with its reduced staff it now limits its activities to: surveys and inspections to determine needs; assistance to agencies in meeting needs; and preparation and distribution of materials needed Department-wide.

1. The "Correspondence Manual" which is kept current and issued by the OP is the Department's official guide for preparing and handling correspondence. Since correspondence is one of the principal contacts which employees have with the public it is extremely important that correct form, tone, and procedure be followed. Every person who is responsible for preparing correspondence is expected to have and use this Manual. It is used in the induction of new employees and after a revision many of the agencies instruct all stenographers on the changes. See Item 14 for a copy.
2. Self Teaching devices and materials have been featured because of the isolation of many of the Department's employees. The idea is to place materials in the hands of individuals which they can use without direct assistance. Some of these materials are:

III. B. 2. Self Teaching devices and materials (cont'd)

- a. "What's Your Score On The Use of Commonly Misused Words?"
Item 15a.
 - b. "What's Your Score on Hyphenation of Words?" Item 15b.
 - c. "Words and Phrases Frequently Used in Specialized Work" has a dual purpose of helping employees learn terms common to their work and challenge the individual to find a better way of writing the shorthand characters for these terms. Where this plan is properly introduced to individuals or groups it has proven to be a great stimulant. This plan has also been used in offices where unfamiliar technical language is used. Cooperation from the "Shorthand Authorities" has been secured in perfecting and simplifying characters so developed. Item 15c.
 - d. "Typewriting Speed Spurt Drills" has been used by some of the agencies as an aid to individuals for increasing typing speeds. Item 15d.
3. "Easier Typing" was published to give stenographers the benefit of research which OP did on typewriter height and helpful practices in the use of the typewriter. In addition to its being widely used in the Department, industrial and business organizations have reproduced it for their own use. GPO has sold more than 22,000 copies. See Item 17.
 4. "The Secretarial Training Guide" was developed by a committee of employees who were close to the needs of an average office. It is designed for use of those who may instruct others individually or in groups or by an individual for self-instruction. It is useful as a reference and is often kept by stenographers along with the Correspondence Manual as a working tool. Item 16.
 5. "Telephone Manners" shown under Item 19 is made available to agencies for distribution to anyone who has frequent use of the phone. It has been used in several ways by the agencies such as:
 - a. Self instruction which is its principal use;
 - b. As a basis for group instruction with each person keeping a copy for reference;
 - c. Use of the illustrations for posting on bulletin boards.
 6. Closely allied with Telephone Manners, "Letters- a Guide for Improving Them" was developed for use of both the stenographer and the dictator but mostly for the latter. This publication combines in very brief and illustrated form the contents of five manuals on letter writing prepared by James Grady and Milton Hall. In addition it gives the basic elements in the use of the Flesch Readability Formula. This is largely a self-teaching device for use by those who must compose letters.

III. B. 6. "Letters- a Guide for Improving Them" (cont'd)

It is of most value when distributed to individuals or groups after the need for improving letters has been recognized and accepted. Item 20.

7. "Tips for Those Who Dictate" contains a series of charts reflecting the artist's concept of 12 of the most objectionable habits of people who dictate. The Editor of the Department's bimonthly publication "USDA" cooperated with the OP in getting secretaries and stenographers to send in the most objectionable habits which their bosses had when dictating. The ones illustrated in the booklet were the 12 most frequently mentioned. The booklet is passed around to individuals for them to see themselves as their secretaries see them. It may also be used in letter writing courses. Large posters of each have been exhibited in prominent places with good results. Item 21.
8. One of the great needs in office work is to give recognition to those who are part of it. As a rule the pay alone will not do this. Many secretarial and clerical jobs are blind alleys which give little incentive in terms of promotion.

Encouragement of secretaries to take part in the activities of professional organizations such as the National Secretaries Association is one answer. Several agencies of the Department were represented at this Association's Third Annual Secretarial Workshop in November held at the Sheraton-Park Hotel. Miss Myrtle Mohagen, Administrative Officer, ARS's Northern Division Research Laboratory, Peoria, Ill., has been successful in creating an interest in this Association among the Laboratory's secretaries, as well as the business and industrial firms of Peoria. She was largely responsible for organizing a chapter in Peoria.

C. Supervision and Management-

1. Supervision

The Department operates on the basis of the following policy (See Item 1):

"It is the duty of the Department and its agencies to foster and promote supervisory training; to exercise such degree of supervision over the subject as may be necessary to assure that it is actively carried forward; to supplement the training of the supervising officer where needed, particularly in the technical phases of the elements; to furnish the supervisor with guides or standards against which he can evaluate his efforts."

"It is further a responsibility of administrative officers to avoid, where possible, delegating authority and responsibility in advance of training. Where this is done,

III. C. 1. Supervision (cont'd)

"the superior so delegating, and not the employee, should be held responsible for mistakes."

"Skills of supervision are key factors in the operation of an organization. On the supervisor rests some of management's responsibility, and through him operates some of management's authority. In his own unit, each supervisor in effect is management. If he fails, management fails."

"All employees in charge of subordinates should be trained in the elements and principles of supervision. They should, in so far as practicable, be given an opportunity to demonstrate their ability in some of the supervisory skills such as training a fellow employee or acting for their superior before they are assigned to a regular supervisory job. Planning and directing this training is the responsibility of the immediate superior officer of the supervisor."

"A good supervisor presents the work of his unit in such a light that the employee recognizes accurate performance of assigned duties to be of mutual advantage to himself and his organization."

"Supervisory performance for purposes of this policy are divided into elements of applying policy, getting the facts, planning, organizing, directing, training, controlling, and handling employee relations and public relations. Basically a supervisor should be judged on the total results of his group, measured by such factors as quantity and quality of product, cost of operation, and public relations. The skill with which each supervisor uses the nine elements of supervision has a major influence on the total results which he obtains. In order to determine how well he is doing his work, therefore, the standards by which he is judged must appraise these elements."

The degree to which this policy is followed varies by agencies. As a rule the so-called "operating or action" agencies have been more active in training supervisors than have the research agencies. There are elements in the character of work done which influences this situation. The need for trained supervisors is more apparent in a fast moving program. However, training in management is needed just as much or more in research work because the scientist who becomes a supervisor is less likely to have had the background and training for supervision than the employee trained for the action program work.

The supervisory training done by many agencies of the Department is carefully planned and includes combining group training, staff conferences, coaching, planned experience, assignments, multiple judgement evaluations, and performance ratings.

III. C. 1. Supervision (cont'd)

There are still some places where promotion and assignment of an employee to a supervisory job is made with limited instructions. However, administrators are becoming more conscious of the need for good supervision and progress is being made in improving supervision in all agencies.

It is the policy of the OP to leave to the agencies the responsibility for training supervisors. Also it is believed that such training must be under the close direction of line authority. Several agencies such as ARS, FS, SCS, FHA have some supervisory training done by other than the line but always under the direction of the line.

One of the chief concerns of the OP has been that of improving supervision. It is recognized that the Supervisor can make or prevent personnel problems. Selection of the right man for a supervisory position is emphasized. One means of assuring the proper selection is through planned experience and training assignments which tests the potential supervisor in as near normal situations as possible before final selection is made. This is done in some of the agencies in varying degrees.

The FS has cooperated with the Civil Service Commission on experimental testing for supervisory abilities but little has been done to follow-up on the use of the tests because of the lack of staff personnel. This problem of selection is treated in more detail in Section VI.

a. Training Supervisors to Handle Personnel Problems

The OP has given leadership in training supervisors in personnel matters which tie in with their regular responsibilities. Some examples of this are:

- (1) In 1946 a survey was made to determine what supervisors and employees didn't know about common personnel policies and regulations which were of direct concern to them and their employees. The results of this are still valid and have been a basis for some of the actions taken to meet the needs reflected.
- (2) "Classification in a Nutshell" developed by OP's Division of Classification is used by agencies with good results in training supervisors to understand and properly assume their share of the responsibility for the classification of their employees. The charts have been made available as lecture charts, film strips, slides and in booklet form. For a copy of the booklet see Item 22.

III. C. 1. a. Training Supervisors to Handle Personnel Problems (cont'd)

- (3) Assignments as members of CSC boards of examiners and state recruiting representatives for keeping colleges informed about overall Departmental needs and about Civil Service examinations have served to inform administrators and supervisors about Civil Service requirements for employment through competitive examinations.
- (4) The five Biennial Personnel Management Meetings of Administrators and Personnel Officers have served to keep administrators up to date on personnel administration.

Even though these meetings have not been held since 1951 the Department's personnel work is still based on the benefits from the improved understanding of administrators gained at these meetings. For further information about these meetings see Item 23, "A Democratic Approach to Creating Personnel Policy"--also Items 50, 51, 52 and 53.

- (5) There are a large number of supervisory officials who have improved their understanding of personnel administration by serving: on committees of many kinds; on appeal boards; as officials of USIA Clubs; employee welfare organizations; Department and agency employee councils; and in many other ways. Wherever the OP has jurisdiction proper instructions are given the persons selected to serve.

b. Training Supervisors in General Supervisory Skills

An outline of the general program used by OP to improve supervisory performance throughout the Department follows:

- (1) "Standards for Evaluating Supervisory Performance" were developed several years ago and have been brought to the attention of agencies so that they could be adapted and used as a basis for appraisal of Supervisors, job performance standards and the development of training plans for supervisors. Recently the standards were supplemented and set up under a different format (nine fundamental elements with A, B and C standards for each element) and made a part of "Guide Posts for Supervisors." See Item 24.
- (2) Informal Appraisals are used as a basis for self-training. Supervisors are encouraged to have those with whom they associate evaluate their performance as a supervisor. Forms which a supervisor may use

III. C. 1. b. (2) Informal Appraisals (cont'd)

for this purpose are found under Item 33 "A Guide for Improvement of Supervision." These rating forms have more recently been included in Guide #18 of "Guide Posts for Supervisors." See Item 25.

- (3) The "J" and Work Simplification Programs were pushed by the OP during the War years. Some of the agencies are still using these programs as part of the basic training for their new supervisors. Some agencies make adaptations of these programs. A notable example of this is a training plan known as "Vision in Supervision" now being used in ARS. The OP maintains a stock of materials for each of these programs and gives assistance to agencies in their use. See Item 13.
- (4) "Guide Posts for Supervisors" is a loose-leaf supervisor's manual or handbook containing in outline form the responsibilities of supervisors, basic principles, attitudes, skills, techniques and methods which a supervisor of the Department can use in day to day supervision. More than 6000 copies of this manual have been ordered by agencies. The use made of it varies. Some agencies such as SCS have sent parts of it out at appropriate times to the supervisors with suggestions about its use in connection with current problems. Some agencies such as CSS are planning to build supervisory training around it. It was originally designed for use in planning supervisory selection and training and as a supervisor's personal handbook which he could maintain by inserting appropriate materials and using it as a daily reference. For example, it was found that a traveling FHA supervisor kept her copy in her car so she would have it available at all times. Its value depends on continued use and the stimulation given to the supervisor which will result in its use. For a copy see Item 25.
- (5) A Survey was made to determine needs and methods for the improvement of supervision in the four ARS Research Utilization Laboratories in 1952. The survey was made by a member of the OP staff on detail to BAIC for that purpose. The results of this Survey are considered to be valid at the present time and are used as a guide by the OP in assisting research agencies.
- (6) "To the Supervisors of the Department of Agriculture" is a four-page leaflet which is gotten out at infrequent intervals on pertinent problems or matters of importance to supervisors. It is a message direct to Supervisors from the Director of Personnel. Copies are distributed to the 18,000 supervisors of the Department. Some of the materials included usually have been published elsewhere so that it serves to remind the supervisor of one problem or subject at a time and refer to the use of the source materials.

III. C. 1. b. (6) "To the Supervisors of the Department of Agriculture"(cont'd)

Item 26 carries four of the five which have been issued. The fifth issue will be found as Item 11 and mentioned under Section III A, 2a.

- (7) Adequate communications are essential to the successful operation of the Department. The Department's employees are scattered and often isolated which adds to the problem of keeping them informed. Also most employees communicate ideas to the public as a part of their official duties. Steps taken to assist agencies with correspondence were covered under Section III B, 6 and 7. However, a good part of the Department's communication is through the use of the spoken word. This makes it essential that supervisors in particular be skilled in properly expressing themselves and helping others to do the same. Some of the methods and activities to assist agencies in getting this done are:

- (a) Conference Leadership. The Department has for several years had a course for training supervisors and others in the art of leading a discussion. "Trainers" are trained through the use of the Institute Manual "Conference Leadership Training." Item 27. Those who take the course are given the guide and source book "Conducting USDA Meetings - that Lead to Action." Item 28. This booklet may also be used for self teaching.

Some training officers have personalized this publication for their agencies by using a cover with the agency's name, i.e., "Conducting SCS Meetings."

- (b) Special materials to supplement this training in Communication are found in Items 25 and 29 through 32.

2. Administration

The policy for supervisory training also applies to training in administration. In addition the Department's policy includes a definition and policy applicable to training in administration as follows:

"Administration may be considered as primarily concerned with the establishment, general operation, and broad maintenance of a function. Administration involves the legal basis and methods of financing, the organization of the various branches or subdivisions into an effective machine, the maintenance of an effective business and professional staff, cooperative relationship with other public and private agencies, and the accounting to the public for costs and accomplishments."

III. C. 2. Administration (cont'd)

"All employees, from agency chiefs to unit heads of any character, should be trained in both the principles and the elements of administration. Planning and directing this training is a primary responsibility of the immediate superior officer of the executive concerned."

a. Line Administration.

It is assumed that the better supervisors are selected to fill administrative jobs. To the extent that this is true it is considered a good beginning. The training of line administrators has generally been handled in the agencies through direct on-the-job lateral transfers, understudies, inspections and reviews, personal contacts, staff and other conferences, self instruction and a variety of other means which seem appropriate at the time. Administrative training of a more formal nature will be found in the FS and some other agencies.

The USDA Graduate School offers all types of evening classes needed by Washington administrators and also assists USDA Clubs and other local groups in arranging for similar course offerings by universities serving areas where field employees are concentrated. A start has been made on correspondence courses.

Considerable interest has been shown by individual administrators in getting special training in administration. For example two of the three Department winners of the Rockefeller Public Service Awards have taken training in administration at Harvard. Many others have taken courses and attended conferences on their own time and at their own expense in order to broaden their administrative background. This Department had two of its officials selected for AMA Scholarships. The Forest Service's Regional Training Officer, Victor Sandberg, at Missoula Montana, has been largely responsible for a 6-weeks course in administration for Federal Officials given each February at University of Montana. Officials of the FS and SCS make up the bulk of enrollment. These people attend on their own time and at their own expense. SCS has also had a number of employees qualify for Littauer Fellowships.

b. Department's Program for Training Administrators:

- (1) The TAM Program. The Office of Personnel has given the leadership to a plan for training administrators across agency lines. In 1946 on recommendation of the OP, the Secretary of Agriculture established a Committee on Training in Administrative Management, known as the TAM Committee. The purpose of this

III. C. 2. b. (1) The TAM Program (cont'd)

Committee was to study the needs of the Department and develop practical means of selecting and training administrative personnel. See Item 35.

The Committee recommended and the OP developed a system of institutes to train local leadership to plan, organize and conduct local TAM workshops. This trained leadership enables the local officials of the Department's agencies at a given location to work together in planning, organizing and conducting TAM workshops of one to two weeks duration. These local planning committees have been successful in securing outstanding authorities from industry, business, universities and government to discuss subjects also chosen by the Committee. At least one member of the Secretary's Committee has taken part in each workshop held to date. See Item 36 for a brief report on the program to date. Also included under Section IV is Item 37 "Agency Nominations for the Atlanta TAM Institute" which gives an example of the number, type and location of officials selected by agencies for attendance; only 29 were selected by the Department TAM Committee to attend the Atlanta Institute.

Item 38 "Subjects Discussed at Administrative Management Training Workshops," was used as a guide for planning committees of local workshops.

Item 39, workbook for TAM Leadership Institute at Denver, Colorado, was prepared some time in advance of the Institute and distributed to all participants for guidance both for the trainees and the discussion leader.

Item 40, a Report on the TAM Leadership Institute at Atlanta was prepared by the participants as the Institute's sessions progressed and distributed at the last session.

Item 41 and 42, TAM local workshop workbook and report were developed by the local planning committee and participants in the workshop.

Item 43 gives an evaluation of the first workshops made by those who participated and their supervisors.

Item 44 is an evaluation report on a local TAM workshop.

III. C. 2. b. Department's Program for Training Administrators (cont'd)

- (2) Special materials for Developing a Better Understanding of Administration. Items 45 and 46 - short articles prepared are examples of OP's efforts--for general distribution.

c. Staff Administration:

The Office of Personnel has the overall responsibility for administration of the staff personnel functions in the Department. Most of these functions are highly decentralized which makes competence essential wherever authority for taking action is lodged. Although the agencies are expected to see that their personnel are trained, the following activities are carried on by the OP to assist in insuring this competence: (The article "A Democratic Approach to Creating Personnel Policy" Item 23, explains these activities in more detail.)

- (1) The Monthly Personnel Officers' Meeting provides the Director and his staff with an opportunity for discussing current problems with the agency personnel officers.
- (2) The Monthly Personnel Officers' Luncheon brings before personnel staff people as well as administrators outstanding speakers on subjects of concern to personnel workers.
- (3) The Office of Budget and Finance conducts similar meetings to those discussed under (2) above for agency officials and technicians working with each of its three functions, i.e. Budget, Fiscal and Procurement agency staff officials and technicians. More details are given in the Report on the Secretary's Staff Offices.
- (4) Two well equipped training Conference Rooms for all types of meetings are maintained by the OP. They are almost solidly booked several months in advance for luncheon conferences such as the ones mentioned under (2) and (3) above, as well as for the Secretary's meeting with agency heads; agency staff meetings; meetings of professional societies and employee welfare organizations.

One of the rooms will accomodate 84 and the other 30 for luncheons. Both rooms can be made into one large room by opening a folding partition. In addition to the luncheons they are used for conferences and training programs mornings, afternoons and evenings.

III. C. 2. c. Staff Administration (cont'd)

- (5) The following organized groups given leadership by the OP cover specialized fields:

Department Classification Council	- meets monthly
Department Employment Council	- meets occasionally
Department Safety Council	
Training Officers' Seminar	- meets monthly
Training Officers' Luncheon	- meets bimonthly

- (6) National Conferences - in addition to activities of agencies for training and informing their staff personnel people in the field the OP has used the following means of reaching both Washington and the field in groups:

- (a) National Training Conferences at Woodland Park Colorado in 1942 and Woodberry Forest Virginia in 1951. The purpose of these Conferences was to give field and Washington training officers and line officials an opportunity to take stock of the needs for training in the Department and develop policies and other means for meeting them. These Conferences have had considerable influence on both the quantity and quality of training done in the Department. Details for the woodberry Conferences can be found in the following items in Section IV:

Item 47, Preparatory materials for the woodberry Forest National Training Conferences - 1951.

Item 48, "Guide for Action" a Report of the woodberry Forest National Training Conference.

Item 49, "Summary Report of the USDA National Training Conference" at Woodberry Forest, Va.

- (b) Biennial Personnel Management Meetings - Five of these meetings have been held--1943, 1945, 1947, 1949 and 1951. The purpose of these meetings was to develop and review personnel policy and programs for the Department. However they were also recognized as excellent training sessions for more than 130 personnel officers and administrators attending each meeting from both Washington and field stations. Item 23 explains the organization and method used in these meetings.

Item 50 is an example of the type of program used for a Meeting.

III. C. 2.c(6) (b) Biennial Personnel Management Meetings (cont'd)

Item 51 is a brief summary of recommendations made at one of the meetings sent out as a Personnel Memorandum for information to administrators and personnel people.

Item 52 gives a complete summary of recommendations from one of the meetings.

Item 53 is an example of the reports prepared for the Meetings.

- (7) The Divisions in the OP assist the agencies with the training of members of their staffs who need specialized help. This is done by having a member of the OP staff meet with groups of employees or by having individuals spend a period of time in a Division discussing their needs with appropriate staff members and getting supervised experience.
- (8) A part of the training provided under (7) above is done under the provisions of the Department's Executive Development Agreement. See Item 54 for a copy of "Executive Development Agreement for the USDA" Exhibit 1, - 8 AR 1466, page 1.
- (9) The Office of Personnel gives leadership, administers and coordinates the Management Intern Program for the Department as sponsored on an Interdepartmental basis by the Civil Service Commission. Active participation is maintained among the various USDA agencies on a competitive basis so potential leaders can be given the advantages of this splendid training medium. Membership is maintained on the Interdepartmental Committee and many successful Department candidates have "graduated." Agencies such as REA have operated similar programs internally. The Graduate School of the Department offers scholarships to bonafide Interns.

D. Technical, Scientific and Professional-

The following is the Department's policy for technical, scientific and professional training:

"Frequently it is assumed that those in management positions in a research or scientific organization have discharged their full responsibility when an adequate scientific personnel has been assembled, and the necessary working facilities have been supplied. It is of equal importance that management provide a setting and arrange for appropriate activities that will stimulate continuous professional growth on the part of all staff members. The amount of growth will depend upon the opportunity for advancement, initiative and capacity of employees stimulated in the proper research 'climate'."

III. D. Technical, Scientific and Professional (cont'd)

"Every employee must have a genuine interest in keeping abreast of current developments in his particular field. This is a public obligation that goes with all such positions in the Department."

"Improvement of the staff and consequent increase in Department efficiency will be in direct proportion to the degree of responsibility for systematic professional study felt by the individual staff members."

1. The Agency Responsibility

As in the case of other types of training the agencies of the Department must assume the responsibility and meet these developmental needs of their employees. Agencies are doing this type of training in an effective manner, especially in the FS, ARS, AMS, SCS, and CSS. The methods vary from intensive courses such as the 3-month course in statistics given by the FS for employees at research stations, to providing especially selected reading materials for those who must stay "up to date." Some of the more important means are:

- a. The Student Trainee Program--has proven to be one of the best methods of selecting capable young people from colleges. It also gives the employee an idea of what he needs before he finishes college, thus providing some direction for him in his studies and activities as well as in the selection of electives. The SCS has pioneered in the use of the formal student trainee examinations by providing suitable positions and work experience. ARS, AMS and others are making limited use of this program in some fields. The AMS is for the first time trying out the student trainee exam for social sciences. The FS has had an informal arrangement for providing large numbers of forestry students with summer work experience for several years. Outstanding students are placed in full time positions upon graduation better equipped to assume the added responsibilities.
- b. The Executive Development Program--provides for the transfer of employees to different types of positions by substituting training for the usual qualification requirements. This increases the career opportunities for employees, provides for objective placements and requires systematic and planned training to meet specific administrative and professional needs. It also strengthens the staff offices of the agencies by permitting the use of employees with program experience in staff positions who couldn't otherwise qualify.
- c. The Civil Service Management Intern Program--has provided an excellent opportunity for professional development of a limited number of employees. See III C. 2c (9) above.

III. D. 1. c. The Civil Service Management Intern Program (cont'd)

Since this is a prototype program it serves as a testing ground for new ideas and also introduces them for internal use.

d. Training Centers--

- (1) The SCS now has a requirement that all professional and subprofessional employees attend a 3 to 6 weeks training course at one of its four regional training centers. Texas has six centers for training employees immediately after employment. See SCS Report.
- (2) Most of the FS Regions provide one to two weeks intensive training during the "slack" season for their junior foresters.

- e. Professional Societies--play a big part in the professional development of employees in ARS, AMS, FS and to some extent the SCS. Participation in such societies is encouraged by the Department and to some extent in all agencies.
- f. Adequate Library facilities are essential to professional growth. The Department's Library meets official needs both for Washington and the field. The field needs are met by branch libraries and through contract with local universities. As a rule supervisors encourage professional reading by seeing that the proper reading materials are made available in the right manner.
- g. Seminars and similar group methods are in common use by scientific units.
- h. Most agencies encourage their employees to take advantage of scholarships and fellowships. Many of these opportunities are brought to the attention of agency officials and employees by OP through Personnel memos and the "USDA."
- i. When practicable employees have been assigned to official duties at or near universities so they might continue graduate or special studies on their own time.

2. Activities at the Departmental Level

As reflected in the policy quoted at the beginning of this section Department officials are very much concerned about meeting the needs for capable scientists and technical employees. It has been found that busy administrators will go to considerable trouble to help provide for these needs.

III. D. 2. Activities at the Departmental Level (cont'd)

- a. The USDA Graduate School is an excellent example of the educational services that can be provided employees when officials full recognize the need. The School was started in 1920 with a few evening courses to meet the needs of the Department's professional people located in Washington. It now enrolls nearly 6000 students in more than 300 courses each year. It is supported entirely by student fees. The use of Government space is "permitted." Degrees are not conferred but credits are usually transferable to other schools. The School is increasing its services to the field through correspondence courses and arrangements with local universities where the Department has employees nearby. For further details see Items 55 and 56.
- b. The Department's Library is the largest and best agricultural library in the world. It meets all official library needs for the Department. The field employees are serviced through the mail and by branch libraries or universities under contract with the Department library. The Library also cooperates with the Graduate School in providing library facilities for students in Washington.
- c. The Joint Land-Grant College-Department Committee on Training for Government Service was established in 1936 "to develop and encourage a means of collaboration between the Department and the Land-Grant Colleges." See Item 57 for more details about the Committee. Some of the activities sponsored by the Committee have been:
 - (1) Studied the need for and encouraged the inclusion of public administration and similar courses in curriculum for students preparing for scientific and technical careers.
 - (2) Sponsored Legislation (S 1915 and H.R. 4987) which would provide for the exchange of employees between the Department and the states without the loss of Civil Service rights to the Department's employees.
 - (3) Cooperated with the Civil Service Commission and the Department on a validating study of the JAA examination.
 - (4) Sponsored the first 7 annual workshops on marketing research which were joint undertakings of the Department and States. See A&S Report.
 - (5) In cooperation with the Civil Service Commission sponsored a movement which would make Government more attractive to engineers and scientists.

III. D. 2. c. The Joint Land-Grant College-Department Committee on Training for Government Service (cont'd)

- (6) Supported over a period of several years proposal that Congress give agencies authority to detail employees to outside organizations for special training.
- (7) Cooperated with the publication of a brochure "Careers Ahead." Item 58.

Committee Reports covering these projects are found under Items:

- 59 - Minutes of the April 1955 meeting of the Joint Committee;
- 60 - Agenda for November 1955 meeting of Joint Committee;
- 61 - Report on the November 1955 meeting of the Joint Committee.

- d. Career Development--Guides for use in setting up career development plans are given in Guide 19 of "Guide Posts for Supervisors" Item 25. Some agencies of the Department such as SCS and FS have made progress in using adaptations of this plan.

E. Apprenticeship-

There is very little need for formal apprenticeship training in the Department. However, a method similar to apprenticeship is being used in a few agencies. A description of one example of this is found in the Report of the Office of Plant and Operations, Office of the Secretary, where a fair sized unit of duplicating and printing machinery is in use.

F. Skilled Trades and Crafts-

Relatively few of these types of employees are employed by the Department. Most of such employees are scattered in laboratories, shops and the Agricultural Research Center. The FS, ARS and SCS employ most of these. The Department's policy covering office and manual skills as well as technical and professional would apply to these employees depending on the type of work done. See page 8 of Item 1. The Department depends mostly on recruiting skilled trades and craftsmen as needed, with basic skills learned through experience or in trade schools. On the job training by experienced supervisors or scientists responsible for highly specialized projects supplement these basic skills to the extent necessary. Relationships with nearby trade schools are maintained.

III. Description of Training Activities (cont'd)

G. Other Training-

The Department of Agriculture has the responsibility for a great number of grants in aid and cooperative programs where it has varying degrees of responsibility for insuring the proper administration of the funds or programs. Several of these cases have been covered in the agency reports. For example:

The FES is organized primarily for the purpose of assisting the states to do an effective job of selecting and training their extension workers. The REA has through various means assisted the REA cooperatives with management and training problems.

The ARS has a large number of different arrangements for cooperating with states on research work. The Office of Experiment Station is set up to coordinate and administer funds provided states for experimental work. Plant and animal quarantine work is usually worked out on a cooperative basis.

The FS administers funds made available for cooperative state and private forest improvement.

Each of these programs is different and conditions under which they are administered vary. Steps taken to assist with the training of personnel must reconcile needs with attitudes of the cooperating organizations. However, there exists definite needs for training in all these programs and steady progress is being made in meeting these needs.

The Joint Land-Grant College-Department Committee on Training for Government Service has been of considerable assistance in providing a medium for maintaining good relations, discussion of common problems, securing factual data and developing cooperative attitudes leading to good training.

IV. MATERIALS, PROGRAMS, DESCRIPTIONS OF METHODS AND PRACTICES.

The following is a list of materials, programs and methods, the uses of which have been largely described under Section III above:

1. Employee Training Policy for the Department of Agriculture--
March 12, 1953
- 1a. Objectives of In-Service Training
2. Orientation Training--Chapter 40 - Title 8 AR
3. Departmental Orientation Meeting--(Announcement) December 8, 1955
Department Orientation Program--December 14, 1955
4. Effective Personnel Policy, Better Public Service, USDA
5. Department Employee Handbook
6. Guide to Broader Understanding and Better Public Service for
USDA Employees (Charts)
7. "USDA" a bimonthly Department house organ for employees
8. USDA Clubs - Section 3, Chapter 70 - Title 8 AR
9. USDA Club Guide
10. USDA Club Exchange - January 1955
11. Suggestions to Supervisors for Quickly and Effectively Training
New Employees and Developing Understudies
12. To the Supervisors of the Department from the Director of
Personnel on Suggestions for Quickly & Effectively Training
Employees and Developing Understudies
- 12a. Reading Script for Slide-film "Off to a Good Start" for use in
introducing item 11 or 12.
13. Management and Supervision - JIT - JMT - JRT
14. Department Correspondence Manual
15. Special Self-Teaching materials are included as examples:
 - a. What's Your Score on the Use of Commonly Misused Words?
 - b. What's Your Score on Hyphenation of words?
 - c. Words and Phrases Frequently Used in Budget, Fiscal and
Procurement Work
 - d. Typewriting Speed Spurt Drills (Remington-Rand Skill
Development Program)

IV. Materials, Programs, Descriptions of Methods and Practices (cont'd)

16. Secretarial Training Guide
17. Easier Typing
18. Less Fatigue More Work
19. Telephone Manners
20. Letters, a Guide for Improving Them
- 20a. Write Better Letters
- 20b. Preventing Writing Accidents
21. Tips for those who Dictate
22. Classification in a Nutshell
23. A Democratic Approach to Creating Personnel Policy
24. Supervisor Appraisal Elements (Guide #18 (9)
25. Guide Posts for Supervisors
26. To the Supervisors of the Department - From the Director of
Personnel (4 issues) - Objectives of In-Service Training
Public Service and Communications
What makes a Good Boss
Responsibilities of Supervisors
27. Conference Leadership Training
28. Conducting USDA Meetings--That Lead to Action
29. Making Staff Meetings More Useful
30. Your Responsibility as a Participant in meetings ("Personnel
Administration")
31. Guiding Rules for Communications
32. TALKS--A Guide to More Effective Speaking
33. A Guide for Improvement of Supervision
34. Training your Employees (Suggestions to Officials and Supervisors)
35. Committee on Training in Administrative Management (Memorandum
1218-Rev.6)
36. History of TAM (Training in Administrative Management)
37. Agency Nominations for Atlanta TAM Institute (10/31/52)

IV. Materials, Programs, Descriptions of Methods and Practices (cont'd)

38. Subjects Discussed at Administrative Management Training Workshops
39. Workbook for TAM (Training in Administrative Management) Leadership Institute - Denver, Colorado
40. USDA Leadership Institute - Training in Administrative Management - Atlanta, Georgia
41. Training in Administrative Management Workshop workbook - Portland, Oregon
42. Forge Your Leadership Link - Training in Administrative Management - Twin City Workshop, Minneapolis-St. Paul, Minnesota
43. Evaluation of Two Administrative Management Training Sessions
44. Denver TAM Workshop - A Report of the Steering Committee (An Evaluation of a local TAM Workshop held at Denver, Colorado 1952)
45. Leaflet--"The Responsibility of Being Boss" - a short article on administration for general distribution
46. Leaflet - "The Administrative Generalist" - a short article on administration for general distribution
47. Preparatory Materials for the Woodberry Forest National Training Conference
48. "Guide for Action" a Report of Woodberry Forest National Training Conference
49. Summary Report of USDA National Training Conference at Woodberry Forest, Virginia
50. Program, Fifth Biennial Personnel Management Meeting for Administrators and Personnel Officers - 1951 (Chicago, Illinois)
51. Summary of Recommendations Approved at the Fourth Personnel Management Meeting of the USDA - 1949 (Peoria, Illinois)
52. Summary of Recommendations on Manpower Utilization by the Fifth Personnel Management Meeting - 1951 (Chicago, Illinois)
53. Report of the Fourth Personnel Management Meeting - 1949 (Peoria, Ill.)
54. Executive Development Agreement for the USDA - Exhibit 1, 8 AR, 1466, page 1
55. Annual Report of the USDA Graduate School - 1954-55
56. Report on Educational Statistics for the USDA Graduate School - September 1954-August 1955

IV. Materials, Programs, Descriptions of Methods and Practices (cont'd)

57. Working Together on Training for Government Service
58. Brochure "Careers Ahead"
59. Minutes of Meeting of Joint Land-Grant College Department Committee on Training for Government Service - April 1955
60. Agenda for the November 13, 1955 Meeting of the Joint Land-Grant College Department Committee on Training for Government Service
61. Report on the November 13, 1955 Meeting of the Joint Land-Grant College Department Committee on Training for Government Service
62. "What's Your Future" - A Guide for USDA Employees' Career Development
63. Catalog of published Materials of the Office of Personnel

V. CASES AND OTHER REPORTS AVAILABLE OF RESULTS OF TRAINING.

The need for tangible results of training is fully recognized. However, to document such results takes considerable time. The limitation of staff has caused the OP to leave the determination of results largely to agency officials. They are closest to the effects of training and are responsible for deciding when it is to be done.

Items which might have been reported here have been given under Section III and in the Agency reports.

Examples are:

- A. An Evaluation of the first 2 courses in Training in Administrative Management--See Item 43 and referred to in Section III C 2b (1).
- B. Use of case materials in training foreign nationals referred to in the FAS report.

VI. PROBLEMS WITH PROPOSED METHODS OF SOLUTION.

- A. The Department is engaged in activities which require the latest and best technical and scientific skill and knowledge. In many cases the only practical method of meeting this need is for employees to get additional training and education from universities and laboratories. Only to a very limited extent can any agency of this Department provide such training.

Solution Proposed: Federal-wide authority permitting agencies to detail employees to educational institutions and laboratories for training when such is necessary to efficient operation.

- B. Good supervision depends on the selection of employees with leadership ability and making sure that such employees understand and can effectively use the basic principles and skills of supervision.

It is relatively too easy for an employee to get promoted to a job which includes supervisory responsibility. The job description mentions that supervisory responsibility is involved but the specific key requirements as a supervisor are not usually defined. Qualification standards are not specific enough regarding supervisory skills. At present almost any person who is technically competent can be selected for promotion to a supervisory position without any tangible evidence that he has the ability to supervise. Under these circumstances, there is not much incentive for the employee to use training and other assistance available to him and needed to make him a competent supervisor.

Solution Proposed: The Civil Service Commission give serious study to this problem. The following means for solving the problem are suggested:

Develop occupational standards which identify as clearly and realistically as possible the requirements for supervisory skills and abilities in supervisory functions;

Identify supervisory responsibilities as clearly as possible in job descriptions covering supervisory positions;

Work out some valid means of testing for supervisory traits and include in entrance examination;

Develop and require valid tests which might be used in screening employees for supervisory jobs;

A requirement that an employee be given training and trial experience in basic supervisory skills before being assigned supervisory duties;

Set up a simple, practical plan for including in the selection process multiple appraisals of an employee's performance on trial and other supervisory assignments.

VI. Problems with Proposed Methods of Solution (cont'd)

- C. "Blind Alley" jobs cause problems with many groups of employees. This is particularly true of secretaries. Many are capable of assuming responsibilities far beyond grades provided for their type positions. This was recognized by the Committee which drafted the Department's training policy in 1939. It says:

"Promotional training for these office employees must rest upon training in some other field than manual and office skills, since training in those skills alone forms an inadequate preparation for advancement to positions of supervisory or administrative responsibility or for entry upon careers for which any sort of technical, scientific or specialized training is a prerequisite. Special attention should be given to training those capable employees for transfer who are in blind-alley jobs, in cases where the employee's usefulness in the Department can be increased."

Solution Proposed: Broaden the career development policies and procedures so that the more capable and ambitious of these workers will be encouraged to move into other fields of work. Recognize special competence in individuals in such positions, and pay them accordingly.

- D. Selection and Training of employees for broad staff assignments.

Under decentralized authority it has proved economical and in many cases necessary to combine administrative functions in a variety of ways to make better use of manpower. This results in one person at various grade levels being assigned in varying degrees combined responsibility for budget, fiscal, procurement and personnel work (including the training function).

The extensive paper work procedural details inherent in such functional assignments leaves little time for the highly important, but less exacting in terms of procedures, training function. The daily demands are too great for many of them to find out what the training needs are, how to meet them and to get the job done.

- Solution Proposed:
1. Reconsider the place of training in the Management structure;
 2. Review the overall personnel management function as it has evolved and determine what is personnel service in the sense of records, reports and day to day business of a highly repetitive nature as compared to broad functions which require top management approval, cooperation, support and implementation if they are to be effective;

VI. D. Selection and Training of employees for broad staff assignments-

Solution Proposed: (cont'd)

3. If it is determined that the staff training should continue to be a part of administrative or personnel officers functions, then:

Set up a career development system which will bring into most of the lower grade personnel, budget and fiscal positions young people who have the basic qualifications for personnel as well as for budget, fiscal and procurement. Follow a planned rotation system of assignment so that they get the necessary experience for handling a generalized staff position. Many of these employees can be recruited from the field where they may be employed in operating positions. This field experience is of vital importance especially for those who are to fill staff positions in agencies which have field operations. Revise the qualification and job specification standards for these staff positions to cover the requirements of the job.

E. Use of Inspections, Reviews and Reports-

There are a large number of inspections and reviews now being made in addition to the usual supervisor "visits." Training needs are so much a part of the normal operations of a unit or employee that any inspection, if properly made, should show up training needs and in many cases point up the most practical ways of meeting them.

Solution Proposed: Make sure that inspections and reviews are properly integrated. Set up standards and procedures for making inspections, reviews and supervisory visits--be specific about what the inspector is looking for, how to find it and what to do when he has found it.

Select those who are basically capable for making inspections. Give them the necessary training to make sure they know the purposes and procedures of the inspections.

